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ABSTRACT

This document reports on a study of the implementation of new teacher evaluation procedures as part of a consultant-designed teacher incentive plan in three elementary schols. The study focused on the impact of this effort on the role-related interests (job satisfactions and needs) of teachers and administrators. Teachers' role-related interests were found to correspond with their overall initial perceptions of the evaluation plan: teachers perceived no impact of the plan on the majority of job satisfactions, but they did perceive a negative impact upon their expressed needs of support, good working relations, appreciation, interest, and so forth, from administrators, colleagues, and parents. The responses of administrators were mixed. The study also attempted to determine how perceptions of the plan were influenced by program experiences, by interpersonal relations, and by the actual process of rating teachers. Twenty tables present statistical data on the positive and negative effects of the many variables affecting perceptions of the plan, including the overall negative effect on morale across schools. The study concludes that further research needs to be done if the goal is to design plans that truly serve as incentives to improve instructional programs. Two pages of references are appended. (IW)

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Role-related Interests and Perceptions of a Teacher Incentive Plan: Case Studies of Three Elementary Schools

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Role-Related Interests and Perceptions of a Teacher Incentive Plan: Case Studies of Three Elementary Schools

In the wake of the report of the National Commission on Excellence (1983) and the many other reports that followed, strong educational reform measures have been proposed and implemented throughout the nation. School improvement efforts, once directed toward curriculum improvement, now appear to be aimed at improving the quality of teaching that takes place in schools (Hatry & Greiner, 1984; Rosenholtz & Smylie, 1983; Ward, 1984). A variety of teacher incentive plans have been introduced in many states and localities. Such plans are designed to attract competent and talented individuals to the teaching profession, retain superior teachers, improve the performance of all teachers, and enhance teaching as a profession.

If incentive plans are to be implemented, the question of how to assess individual teacher performance becomes important. School districts in a study undertaken by the Educational Research Service (1979, 1983) report that the development of a comprehensive evaluation process is a key element in successful implementation of the program. For a truly effective incentive plan Hatry and Greiner (1985) conclude that such assessment must:

> (1) be reliable and valid--that it, it should evaluate well those elements that are supposed to be assessed; (2) be reasonably comprehensive--it should cover major aspects of a teacher's performance, even if not all aspects can be measured; and (3) be perceived by the various participants--teachers, administrators, the school board, and the community--as fair and reasonable (p.29).

While many teachers and administrators support the concept of rewarding teachers on the basis of their performance, they worry about the implementation and administration of such plans (Educational

Research Service, 1983; Johnson, 1984; Rist, 1983). School districts which have discontinued their incentive pay plans express the following reasons for having done so: unsatisfactory evaluation procedures, heavy administrative burdens, staff dissention, restrictive artificial cutoffs, inadequate financial incentives, lack of consent of teachers, lack of definition of superior results, and inability to measure program results (Educational Research Service, 1983, pp.17-20).

In light of this intense public interest in some form of performance-based differential pay for teachers, it is not surprising that many school districts are reviewing their current teacher evaluation practices. Effective teaching can be recognized and rewarded only after effective evaluation procedures are in operation.

Many teacher incentive plans being offered would substantially change the nature of schools and the teaching profession. It is not evident that the total impact of the proposed changes is fully appreciated or considered.

Role-Related Interests

In considering a change in the methods or purposes of evaluating its teachers, school districts must consider the implementation process. Such a change has far reaching implications for the organization and for the roles of its members. Other studies have established that the local organizational context plays a large part in determining the outcome of planned change efforts (Berman & McLaughlin, 1978; Corbett, Dawson & Firestone, 1984; Lipsky, 1980; Milstein, 1980; Stone, 1980). A school system is not likely to accept an evaluation plan that is at odds with its fundamental approach to teachers and to teaching. No matter what the intrinsic merit or worth of a plan may

be, its acceptance depends upon the local implementation process and the extent to which the policy can be shaped to meet the needs of the organization and individuals within that organization.

Talcott Parsons (1951, p.492) discusses such needs in terms of "vested interests":

> The term vested interest seems appropriate to designate this general resistance to change which is inherent in the institutionalization of roles in the social system... It clearly includes the interest in conformity with institutional expectations, of the affectively neutral and often moral type. Of course it also includes the interest in the relational rewards of love, approval and esteem. The phenomenon of vested interests, then, may be treated as always lying in the background of the problem of social change.

Teachers interests are in maintaining and enhancing the rewards they receive in the performance of their work. Dan Lortie (1975) looked at the rewards that teachers report that they receive from their work and classified them into three types: extrinsic rewards, ancillary rewards, and psychic or intrinsic rewards (p. 101). Extrinsic rewards refer to those rewards such as earnings, prestige, and power over others. These rewards exist independent of the person who occupies the role. Ancillary rewards are those that may be thought of as rewards by some, such as the length of the work day or job security. These also flow from the nature of the work and are experienced by all, but are not perceived as rewards by all. Psychic rewards are entirely subjective valuations made in the course of work engagement. They include such things as satisfactions derived from seeing children learn and opportunities to express creativity. In a study of teachers in Dade County, Florida, Lortie found that 76 percent of the teachers consider psychic rewards to be their major source of work satisfaction (p. 104).

In considering a change in teacher evaluation procedures, one must anticipate the impact of such a change upon all of the actors in the system and the totality of individual interests that are represented. The change is more likely to be accepted if it can be made to appeal to the interests those whose roles in the organization are most strongly impacted by the change. These persons are the stakeholders, or the "individuals or groups who either have some input into decisionmaking about a social problem, or are affected by policy decisions on that problem" (Majchrzak, 1984, p.104).

Knapp (1982) speaks of the interests of various stakeholders in viewing teacher evaluation from an organizational perspective. Teachers have a stake in maintaining their jobs, their self-respect and their sense of efficacy. They want a teacher evaluation system that protects their rights, respects the complexity of their task and supports their efforts toward meaningful self-improvement. Administrators have a stake in maintaining stability in their organizations, allowing them to respond to parental and bureaucratic concerns for accountability while keeping staff morale intact. They want an evaluation system that is objective, not overly time-consuming and politically and practically feasible. Parents want an evaluation system that relates teacher performance to teacher effectiveness and that guarantees a successful school experience for their children.

Background of the Pilot Project

This study focuses on the implementation of a pilot study of a consultant-designed teacher incentive plan for one of the largest school districts in the nation. Rather than adopting the plan in its entirety, the school board voted to conduct a pilot study of the

teacher evaluation component only. This was done in order to allow the district time to more fully develop evaluation standards and to test the proposed evaluation procedures. While the intent of the plan was to eventually develop a career ladder which rewarded teachers with both advanced career status and monetary rewards, there was no disruption to existing pay scales. Five schools were selected to be involved in the initial pilot project to be implemented during the 1984-1985 school year.

This writer was a member of a team that conducted an external evaluation for the school district's office of research and evaluation. The findings in this overall evaluation were reported to the school board members in order to assist them in making their decision about further steps to be taken.

The study reported here utilizes data gathered during the overall evaluation of the pilot project; however, it is more narrowly focused on the research questions delineated later in this paper and deals with the implementation of the project in the three elementary schools only.

For reasons of confidentiality, the school district and the schools are not identified. In the description of the plan, some of the labeling has been changed from the actual labels utilized in the pilot plan. Pseudonyms have been assigned to the three schools; they will be known as Lincoln, Madison and Washington Elementary Schools.

Description of the Teacher Evaluation Plan

The evaluation criteria were designed for a career ladder plan consisting of three steps: Level I, Level II, and Level III teachers. Advancement is based on experience and performance. After three years at the probationary or Level I step, the teacher should either advance

to the Level II step or be dismissed. After five years at Level II, teachers would be eligible to apply for advancement to Level III. Selection of Level III teachers would be based on evidence of quality teaching performance, as determined through the evaluation process.

The principal or other building administrator assessed the performance of Level I and Level II teachers. Level III teachers were evaluated by a team of three persons which included the principal or other building administrator, a curriculum specialist and a peer. Each evaluator made two separate visits to observe in the classroom; one is an announced visit and the other is unannounced. Conferences were held with the teacher before and after each announced visit and after the unannounced visits.

All teachers were assessed in three areas: (1) facilitating classroom environment for learning, (2) diagnosing and prescribing an effective instructional program, and (3) developing expanded professional competencies. Level III applicants are also assessed on: (4) providing leadership. For each area to be assessed, the teacher was given a numerical rating on a one to five scale, with five being at the high end. An overall rating was then arrived at for each teacher. For the Level III applicants this involved a summative conference of all three raters.

The Level III applicants also prepared a portfolio which contained teacher products and other evidence of performance, such as lessons plans, curriculum units, descriptions of training activities, student products, student test score gains, testimonials and other materials that might assist the committee in assessing teachers' competencies.

An appeals process was provided for in the event that a teacher wished to challenge the rating received.

Focus of the study

This study was designed to investigate the nature and impact of role-related interests on an attempt at organizational change in the school context. The change effort was the attempt to impose new teacher evaluation procedures in three elementary schools during the conduct of the pilot project. This study focuses on the impact of this effort on the role-related interests of teachers and administrators in those three schools.

The Conceptual Model

Figure 1 presents the conceptual model that organized this research. The expectation was that role-related interests would have a direct effect on the various actors' perceptions of the teacher evaluation plan. For example, teachers who expressed an interest in receiving recognition for their work would tend to have a favorable opinion toward the plan if they felt that it recognized outstanding work. A principal who expressed a desire to protect his/her staff from outside interference would tend to have a negative perception of the plan because it brought in outside evaluators to assist in the evaluation process. This research sought to both define these interests and relate them to perceptions of the plan.

The model presents other factors that tended to intervene between the actor's role-related interests and perceptions of the plan. These potential intevening variables were defined as: (1) experiences during the pilot, (2) interpersonal relations, and (3) assignment of ratings.

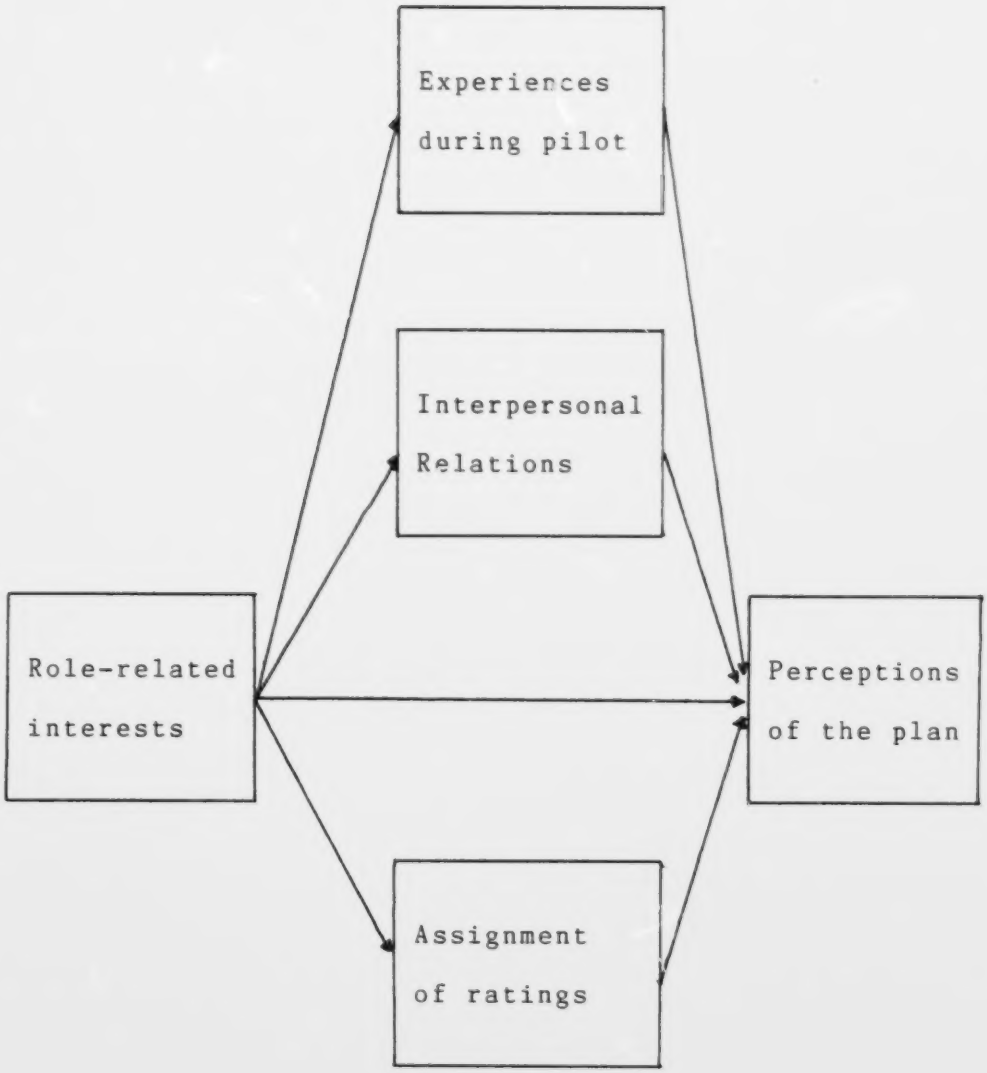

Figure 1: The conceptual model

Experiences during the implementation of the pilot project were events and activities experienced by the individual that influenced the direct relationship between role-related interests and perceptions of the plan. For example, a teacher who has expressed a strong interest in receiving recognition for his/her work may have experienced, during the course of the pilot project, some negative feedback from one of the evaluators. A principal may have experienced initial doubts about his/her own ability to rate teachers fairly and effectively, but may have changed his/her mind after the training received in the program. These experiences would cause that particular teacher and principal to reevaluate their perceptions of the plan.

Interpersonal relations could also impact on the observed linkage between role-related interests and perceptions of the plan. Teachers who did not have a good working relationship with their principal, one of the evaluators in the plan, might tend to feel that the plan would not be fairly applied to them. Interactions among the evaluators could effect the implementation of the plan and thus influence perceptions of the plan. For example, a principal might feel better able to judge the quality of teaching in his/her own particular school and thus seek to influence the peer teacher or the curriculum specialist.

A final variable considered was the assignment of ratings to teachers. Perceptions of the plan were likely to be influenced by the rating received by an individual teacher or by the agreement between the observer/raters. This study sought to define these intervening variables and relate them to perceptions of the plan.

Research Questions

The research questions for this study flow from the conceptual model and were defined as follows:

1. What are the role-related interests of the key actors at the school building level in the implementation of the pilot study?
2. How are these interests related to perceptions of the plan?
3. How are perceptions of the plan influenced by experiences that occur during the pilot program?
4. How are perceptions of the plan influenced by interpersonal relations existing between key actors and significant others during the pilot program?
5. How are perceptions of the plan influenced by the actual process of assigning ratings to teachers?

The Case Study

The approach utilized in this investigation was designed to emphasize the impact of the pilot program on the immediate life of schools and school personnel. Day and Stake, in a study done for the National Science Foundation (1978) state that "the case study is a study of a bounded system, emphasizing the unity and wholeness of that system, but confining the attention to those aspects that are relevant to the research problem at the time" (p.C-31). Anderson, et al. (1975) find that the case study lends itself to "an intensive, detailed analysis and description of...a phenomenon in the context of its environment" (p.46). Franklin and Osborne (1971) argue that the case study provides "a method of organizing data for the purpose of analyzing the life of a social unit" (p.23).

The bounded system or social unit in this study was the individual school site. While the investigation was directed toward the roles that individuals play within the organizational setting, these roles

were examined within that contextual setting. The phenomenon observed within that setting was the attempt to impose a new evaluation procedure for teachers in those schools.

A multiple-case design is utilized in this research, since "the evidence from multiple cases is often considered more compelling (than that of single-case design) and the overall study is therefore regarded as being more robust" (Yin, 1984, p.48). Each case is considered individually and examined against the initial propositions, using replication logic.

Selection of Cases

The school district selected five schools to participate in the pilot project by means of a two-stage probability sample. First, one geographic area of the district was selected with probability methods. Within that area, one high school, one intermediate school and three elementary schools were selected. Teachers within those schools who were eligible for Level III status were given the opportunity to volunteer for participation in this project. Those who did not wish to participate as Level III candidates were considered as Level II teachers and evaluated according to the new procedures. Probationary teachers participated as Level I teachers and were evaluated according to the new procedures for that category. Principals and other administrators related to the involved schools were expected to participate.

For this research, the three elementary schools were utilized as cases to be examined. The rationale for selecting the elementary schools (rather than all schools) as the focus of this study involved consideration of the fact that more precise assessment of the influence

of organizational factors would be possible in a single type of setting. Since there were three elementary schools, replication and cross-case comparisons are more meaningful.

Although sampling design is not necessarily relevant to case study methodology, the manner in which the schools were selected has implications for the generalizability of the findings. Because of the sampling design utilized in the overall evaluation, it can be assumed that these three schools are representative of elementary schools within the county school system.

Data Collection Procedures

Multiple data gathering methods were utilized in addressing the problem from an organizational perspective. This allowed for triangulation or "the process of checking data against other sources so that the researcher can guard against the accusation that a study's findings lack credibility due to the use of a single method, a single data source or a single investigator's bias" (Patton, 1980, p.35).

Collection of data was begun in the fall of 1984 and completed in the spring of 1985, spanning the duration of the pilot project, which was one school year. Data were collected through interviews, observations, and document analysis.

The formal interviews were all conducted by this researcher and were approximately thirty minutes in length. They contained both open-ended and closed-ended questions because neither is superior for all purposes and situations (Kahn and Cannell, 1967). To insure that complete data were obtained during the interview, controlled, non-directive probing was used. This served to (1) motivate respondents to communicate more fully, and (2) control the interaction

between the interviewer and the respondent by focusing it on the question objectives. If an expanded answer was given to a closed-ended question or a choice was made that was not included, that was noted.

The administrators and a sample of teachers were interviewed at each school site. Scheduled interviews, following an established protocol, were conducted at separate times; the first reaction interview was conducted near the beginning of the project and the process interview and second reaction interviews took place after all of the teacher evaluations had been completed.

Observations were also a part of the data collection activities. The training sesions for administrators and other teacher evaluators were observed. At least seven half days were spent in each school. One faculty meeting was observed at each school and other observations took place of teachers interacting informally in the hallways, teachers' lounge and in the school office. Informal interviews and conversations took place in the faculty lounge, particularly during the lunch periods, and in classrooms during free periods.

These site visits took place at various times over a three month period, coinciding with the period in which the pilot evaluators were making their observations of the teachers.

Extensive notes were made during the observations regarding comments made and impressions gained during the site visits. The field notes were expanded upon as soon as possible after the visits were made. A separate file was maintained for field notes from each school.

Pertinent documents were also examined. These included each school's annual operating plans, training materials, notices and

directives concerning the pilot project that came from administrative offices above the building level, newpaper articles written about the pilot project, time logs that were kept by the administrators and faculty notices.

Data Analysis

The data were analyzed both quantitatively and qualitatively. Various researchers (Denzin, 1978; Jick, 1979; Reichardt and Cook, 1979; Vidich and Shapiro, 1955) interpret the two approaches to be complimentary and urge that they be used together.

Descriptive statistics were utilized in describing individual variables and the strength of relationships between variables. Since the number of respondents is small, both within schools and across schools, special caution is needed in applying and interpreting quantitative measures.

Pattern-matching logic is recommended by Yin in the analysis of data in case study research. He outlines a special type of pattern-matching in which the goal is to "analyze the case study data by building an explanation about the case" (1984, p.107). In the analysis of the data for this research, the explanation is built around the framework of the variables presented in the model. Much of the explanation is presented in narrative form, supported by evidence from the data.

The Findings

The case study findings are presented within the framework of the model in Figure 1. The questions presented in the expanded model in Figure 2 form the basis for first examining the individual cases and

ROLE-RELATED INTERESTS

What rewards and satisfactions do teachers and principals get out of their jobs?
What do teachers and administrators need from others in the organization to be effective?
How do teachers and administrators feel that the plan impacts upon their interests?

EXPERIENCES DURING PILOT

How was the plan introduced at each school?
What were key experiences that occurred during the pilot?
How does the pilot effect the role of teachers and principals in the school?
Does anything happen to change opinions about the plan?
How is school climate affected by the pilot?
Does anyone drop out of Level III consideration? Why?
What are perceptions of support of significant others of the plan?

INTERPERSONAL RELATIONS

What is the role of teacher/teacher relationships?
What is the role of teacher/principal relationships?
What is the role of teacher/rater relationships?

ASSIGNMENT OF RATINGS

What is the distribution of the ratings assigned?
How do raters reach agreement?
What are teachers' perceptions of the feedback given by the observer/raters?

PERCEPTIONS OF THE PLAN

What are teachers and administrators perceptions of the plan?
How are perceptions of the plan influenced by role-related interests?
How do perceptions of the plan change over time?

Figure 2: The framework used for data analysis

then conducting cross-case analysis. The basic unit of analysis, however, remains the individual case.

In this discussion, role-related interests are first defined. The early perceptions of the plan are then discussed and the primary relationship between role-related interests and these perceptions is investigated. The intervening variables, which include experiences during the pilot and interpersonal relations are investigated for their influences on perceptions of the plan at the time of the initial interview. Finally, perceptions of the plan are examined, focusing on change over time and intervening variables associated with those observed changes.

Role-related interests were operationalized to be the perceived impacts of the plan upon those rewards and satisfactions which teachers and principals derived from their work, and the things that they felt they needed from others in the organization in order to perform their jobs effectively.

Both teachers and administrators at the three schools were asked to name the rewards and satisfactions which they personally obtained from their work. They were also asked to identify what they felt they needed from others in the organization in order to be effective. The questions were open-ended and all answers were recorded. Then each person was asked to project the impact of this new evaluation plan upon each of these satisfactions and needs.

Teacher Satisfactions

The first area of role-related interests to be discussed is teacher satisfactions. These are the rewards and satisfactions which teachers derived from their work. Assessing the perceived impact of

the plan on these satisfactions serves to differentiate and define those interests regarded as most important by individual teachers.

Tables 1,2 and 3 display the satisfactions mentioned by a sample of the teachers at each of the three schools (Lincoln, n=7; Madison, n=7; Washington, n=8). Responses were classified into taxonomies according to Lortie's categories These responses were then crossed with the perceived impact of the plan upon each satisfaction mentioned. The choices were: positive impact, no impact or negative impact. The numbers represent the number of times each was mentioned.

Consistent with Lorties's findings, psychic rewards were the most often mentioned (53%), although not by as large a margin as in the Lortie study. Thirty-nine percent of all satisfactions mentioned were ancillary rewards, while only 8% of the rewards mentioned could be classified as extrinsic rewards.

At all three schools, teachers indicated that they perceived no impact on a majority of their needs (Lincoln = 54%; Madison = 84%; Washington = 71%). There were however, more negative than positive impacts perceived at all three schools. Teachers often had different perceptions of the impact of the plan upon the same satisfaction. For example, one teacher felt that seeing children learn would be positively affected in that it would encourage growth and incentive to improve instruction. Another teacher felt that the plan would have no impact on the satisfaction derived from seeing children learn because that would continue to happen no matter how teachers were evaluated. A third teacher felt that the plan would force teachers to concentrate on the areas being evaluated to the detriment of the total growth of the child.

Table 1

Perceived Impact of Plan on Teacher Satisfactions

Lincoln Elementarary

Teacher Satisfactions	Perceived Impact Pos Imp	No Imp	Neg Imp
Extrinsic Rewards			
Income			
Professional status	1		
Ancillary Rewards			
Good working hours			
Diversity of activities			1
Autonomy			1
Assuming responsibility	1	1	
Working with children		4	2
Psychic Rewards			
Opportunity to be creative		1	
Challenging work			
Seeing children learn	1	5	1
Inspiring curiosity			1
Opportunity for self growth	2		2
Making a difference		1	
Working with parents		2	
Giving of self		1	

(n=7)

Table 2

Perceived Impact of Plan on Teacher Satisfactions

Madison Elementary

Teacher Satisfactions	Perceived Impact: Pos Imp	No Imp	Neg Imp
Extrinsic Rewards			
Income			
Professional status		1	
Ancillary Rewards			
Good working hours		2	
Diversity of activities		1	
Autonomy			1
Assuming responsibility			
Working with children		3	
Psychic Rewards			
Opportunity to be creative		3	
Challenging work		1	
Seeing children learn		4	
Inspiring curiosity			
Opportunity for self growth			
Making a difference		1	1
Working with parents	1		
Giving of self			

(n=7)

Table 3

Perceived Impact of Plan on Teacher Satisfactions

Washington Elementary

Teacher Satisfactions	Perceived Impact: Pos Imp	No Imp	Neg Imp
Extrinsic Rewards			
Income		1	
Professional status	1	1	1
Ancillary Rewards			
Good working hours		2	
Diversity of activities		4	1
Autonomy			1
Assuming responsibility		2	
Working with children		2	1
Psychic Rewards			
Opportunity to be creative		3	
Challenging work			1
Seeing children learn	1	4	
Inspiring curiosity			
Opportunity for self growth		1	
Making a difference			
Working with parents			1
Giving of self			

(n=8)

Automony was only mentioned three times (once at each school) and all three respondents agreed that negative effects would be felt.

Incentive plans such as the one proposed for this school district are thought to appeal to the extrinsic rewards that are important to teachers. Even here, there is a mixed review by these teachers as to how this plan would effect the few extrinsic rewards that are mentioned. Only one person mentioned income and that teacher felt that the school district would never allocate enough money to the plan to make any real difference. Those who mentioned professional status as an important satisfaction offered mixed reviews. The teachers who felt that the plan would have a positive impact on status felt that the community would respect teachers more if they were subject to more rigorous evaluation procedures. The teacher who indicated no impact felt that his status would not change as a result of this plan. Negative impacts on status were indicated by one teacher who felt that the status of many teachers who were not judged to be Level III teachers would actually be reduced.

Table 4 presents another analysis of the data. Each individual teacher's responses were coded to reflect the overall perception of impact on the satisfactions which were mentioned. If the individual teacher expressed a positive impact on more than half of the satisfactions mentioned, that teacher was put into the "mostly positive" category. If the responses were more than half negative, it was coded "mostly negative". The "no impact" category contained individuals who perceived that there was no impact on more than half of the satisfactions mentioned. "Mixed" included the respondents who expressed no clear majority.

Table 4: Perceived Impact on Teacher Satisfaction by School

Perceived Impact	Lincoln	Madison	Washington	Overall
Mostly Positive	14%	0%	25%	14%
Mixed	14%	14%	0%	9%
Mostly Negative	43%	43%	25%	36%
No Impact	29%	43%	50%	41%
	(n=7)	(n=7)	(n=8)	(n=22)

More teachers perceived primarily negative effects at Lincoln (43%) and Madison (43%) than at Washington, where 50% of the teachers interviewed felt that there would be no impact on most of their job satisfactions. Only three teachers (14%) of the total felt that mostly positive effects would be felt. Two of these teachers were at Washington school. Half of all teachers felt that the impacts would be primarily mixed or none at all.

Teacher Needs

A second area of role-related interests to be addressed are teacher needs. These are what teachers felt they needed from others in the organization in order to perform their jobs effectively. Assessing the perceived impact of the plan on these satisfactions serves to differentiate and define those interests regarded as most important by individual teachers.

Tables 5,6 and 7 display the needs mentioned by teachers at each of the three schools. These teacher needs were classfied into three categories. In the first category are listed what is felt to be needed from administrators and supervisors. The second category includes those things needed from colleagues. The final category lists what

Table 5

Perceived Impact of Plan on Teacher Needs

Lincoln Elementary

Teacher Needs	Perceived Impact: Pos Imp	No Imp	Neg Imp
From administrators/supervisors			
support	1	3	
reinforcement			1
feedback	1	1	
advice	1		
resources	1	1	1
time			2
recognition			1
fair treatment	1		
appreciation			
realistic expectations			
From colleagues			
good working relations		2	2
sharing of ideas	1		5
From parents			
support		1	
appreciation			
interest			

(n=7)

Table 6

Perceived Impact of Plan on Teacher Needs

Madison Elementary

Teacher Needs	Perceived Impact: Pos Imp	No Imp	Neg Imp
From administrators/supervisors			
support		3	1
reinforcement			
feedback		1	1
advice			1
resources			
time			
recognition		1	
fair treatment			
appreciation		1	
realistic expectations			1
From colleagues			
good working relations		1	1
sharing of ideas			3
From parents			
support			
appreciation		1	
interest			

(n=7)

Table 7

Perceived Impact of Plan on Teacher Needs

Washington Elementary

Teacher Needs	Perceived Impact: Pos Imp	No Imp	Neg Imp
From administrators/supervisors			
support	2		1
reinforcement			
feedback	1	1	1
advice			1
resources			2
time			1
recognition		1	
fair treatment			
appreciation			
realistic expectations			
From colleagues			
good working relations		2	6
sharing of ideas	1		6
From parents			
support	2		1
appreciation			
interest	2		

(n=8)

teachers feel they need from parents and the general community. Each need is then crossed with the perceived impact of the plan upon those needs.

A stronger negative impact upon these needs was perceived at all three of these schools than was found on the teacher satisfactions. At Lincoln, 46% of all needs mentioned were felt to be negatively impacted. Madison's teachers reported 50% of their needs to be negatively effected and no positive impacts were reported by anyone. Washington's teachers reported 61% of their needs to be negatively impacted by the plan. The strongest areas of negative impact were those involving collegial relationships. Teachers expressed their concerns that sharing among teachers would be reduced and working relationships would suffer.

At Lincoln, the most positively perceived effects came in the area of what teachers felt they needed from administrators and supervisors. Responses here were about evenly divided between positive, negative and no impact. Some teachers felt that administrators and supervisors would be more responsive, more supportive, more fair and give more feedback and advice under this plan. Others perceived that there would be no change while a third group felt that there would be less support and that administrators and supervisors would be forced to become more judgmental.

Madison teachers were more neutral in this category than negative. There were no positive responses.

At Washington, more negative impacts than positive were perceived in this same category. The only two areas that elicited positive responses were support and feedback. The strongest positive impacts at

this school were perceived to be in the area of parent and community support.

Table 8 presents another look at this data. Each individual teacher's responses were coded as to the overall perception of impact on the needs mentioned. The categories of perceived impact were the same as in Table 4.

Table 8: Perceived Impact on Teacher Needs by School

Perceived Impact	Lincoln	Madison	Washington	Overall
Mostly Positive	43%	0%	13%	18%
Mixed	14%	14%	13%	14%
Mostly Negative	29%	86%	75%	64%
No Impact	14%	0%	0%	4%
	(n=7)	(n=7)	(n=8)	(n=22)

A majority of teachers overall (64%) perceived negative impacts upon their needs from others (which includes administrators and supervisors, colleagues, parents and members of the community). Madison and Washington teachers expressed the strongest negative responses in this area. There were very few "no impact" responses (4%), unlike the perceived impacts on satisfactions.

Administrator Satisfactions and Needs

Administrators at the three schools were also asked to assess to impact of the plan upon their own satisfactions and needs in order to identify their role-related interests. It would not be in their interests to implement a plan that would interfere with these stated satisfactions and needs. Table 9 displays the satisfactions and needs identified in interviews with these school-based administrators. The

Table 9

Perceived Impact on Administrator Satisfactions and Needs

	Perceived Impact		
	Pos Imp	No Imp	Neg Imp
Satisfactions			
Working with children	L,WP	WA	
Working with teachers	L,WP, WA		
Working with parents	L		WA
Variety in work		M	
Professional growth opportunities	L,M, WP		
Challenge of job	L,WA		
Providing leadership for change	L,WA, WP	M	
Needs			
Support	WA	M	
Recognition		M	
Assistance/expertise	L		WP WA

L = Lincoln Principal
M = Madison Principal
WP = Washington Principal
WA = Washington Assistant Principal

principal at Lincoln expressed positive impacts on all areas identified. The principal at Madison felt that there would be no impact on every area identified except opportunities for professional growth, which was assessed as being positively impacted by the plan. The principal and assistant principal at Washington were both divided in their perceptions of impacts upon their own satisfactions and needs.

Relationship to Plan Perceptions

The model suggests that role-related interests are related to perceptions of the plan's effects on others and on the system as a whole. In order to see if a relationship does indeed exist, the perceived impact on teacher satisfactions (as defined in Table 4) and perceived impact on teacher needs (as defined in Table 8) were each crosstabulated with several items describing perceptions of the plan. The four categories in Tables 4 and 8 were collapsed into three for these crosstabulations, combining "mixed" and "no impact". This was done because it was felt that both were neither primarily positive nor negative, but more neutral in overall perceptions.

These crosstabulated variables are listed in Table 10 and the Contingency Coefficient for each set of crosstabulations is reported. The Contingency Coefficient was selected as the indice of relationship because both variables are measured on a discrete-nominal scale and produced 3 X 3 tables. In interpreting the magnitude of the relationships, it is important to bear in mind that the maximum value of the correlation is not 1.00, but is based on the number of categories of the variable that has the fewer categories (Hinkle, et. al, 1979, p.349-350). The maximum value in this instance is .816.

Table 10

Relationships Between Perceptions of the Plan and Perceived Impact on Role-Related Interests*

Perceptions of the Plan	Impact on Teacher Satisfactions	Impact on Teacher Needs
Understanding of program	.31	.41
Number of advantages listed	.49	.54
Number of disadvantages listed	.39	.26
Will change teacher's role	.59	.48
Will improve program	.34	.58
Will help keep teachers	.58	.29
Will help recruit teacher	.29	.43
Will benefit teacher personally	.44	.46
Will deter career advancement	.17	.33
Will accept plan as incentive	.28	.38

*The measures of association reported here are Contingency Coefficients. The estimate of the maximum value of the contingency coefficient is 0.816; this should be taken into consideration when interpreting the magnitude of relationships. Several of the coefficients in the table represent "negative" relationships. Since the Contingency Coefficient is only expressed as a positive value, the reader is advised to consult the textual narrative for information concerning the directionality of these relationships.

Those who perceived positive impacts on the satisfactions gained from teaching were more likely to list a greater number of advantages of the program, more likely to list a lesser number of disadvantages, less likely to see major role changes for teachers, more likely to feel that the plan could help keep good teachers, but less likely to feel that the program would benefit them personally. A somewhat weaker relationship was found between those who perceived positive impacts of the plan upon their satisfactions and demonstrated understanding of the program, belief that the plan would improve the instructional program and would help recruit good teachers, and acceptance of the plan as a desirable teacher incentive program. Those who perceived negative effects of the plan upon their own satisfactions were more likely to hold opinions contrary to those above.

This seems to support the hypothesis that if persons view the plan as supportive of their own role-related satisfactions they will be more positively disposed toward the plan in general and more likely to feel that the plan will achieve its intended goals.

Those who perceived positive impact on the needs expressed were more likely to demonstrate an understanding of the program, more likely to list a greater number of advantages, less likely to see major role changes for teachers, more likely to feel that the plan would improve the instructional program, recruit good teachers and benefit them personally, and more likely to accept the plan as a desirable teacher incentive program. A somewhat weaker relationship was found between those who perceived positive impacts of the plan upon their needs and the identification of a fewer number of disadvantages, feeling that the plan would help recruit good teachers and would not deter those who

were seeking career advancement. Those who perceived negative impacts on their own needs were more likely to hold contrary opinions to those listed above.

This seems to support the hypothesis that if persons view the plan as supportive of their own role-related needs they will be more positively disposed toward the plan in general and more likely to feel that the plan will achieve its intended goals.

Experiences During the Pilot

Several key experiences can be identified which had an impact on the implementation of the pilot program at all three schools, thus affecting the relationship between role-related interests and these early perceptions of the plan. These experiences include: the manner in which the plan was introduced at each school; the training sessions conducted for administrators and supervisors; the leadership of the project; differences in implementation procedures; and the position taken by the teachers' organizations concerning the project.

Introduction of Plan

The plan was introduced at each school shortly after teachers returned to work. Teachers at each site were informed that their respective schools had been selected in a random sample to pilot the program. Participation in the Level III portion of the plan was optional if a teacher qualified. However, all other teachers who were due to be evaluated that year were to be evaluated according to Level I or Level II criteria, depending upon their number of years of service.

Interviews with teachers and principals reveal that a slightly different approach was taken in the introduction of the plan at each school.

At Lincoln, the plan was introduced at a faculty meeting by central staff persons associated with the project. Later, when the project was reassigned to the personnel office, the principal invited the new leadership of the project to come out and speak to the faculty once again. The principal also spoke personally with teachers whom she felt were potential Level III teachers, encouraging them to participate. In one interview she reported that she would have discouraged those whom she clearly felt would not be successful in attaining Level III status.

The plan was introduced at a faculty meeting at Madison by representatives from the central office. Teachers report that the presentation seemed vague and incomplete. The principal left the choice of whether to volunteer for participation up to each individual teacher without trying to influence that decision. The plan was discussed at subsequent faculty meetings, mostly to present more information.

Washington's principal introduced the plan at a faculty meeting. She encouraged the cooperation of everyone and suggested that their involvement would help to determine the policy decisions that would be made by the school board regarding teacher evaluation procedures and teacher incentives. Everyone eligible was encouraged to participate, but to keep it "low key" in the school. The few who did not choose to be considered for Level III status report that they were not pressured to do so.

The initial introduction of the plan at each school was important in helping to form teachers' early impressions of the plan. It also contributed to the number of eligible teachers that volunteered for Level III participation. At Lincoln, although there were some strong hesitations on the part of teachers, the repeated presentations and principal encouragement increased the number of participants from one to three. At Madison, there were no repeated presentations or strong encouragement and the number of participants actually dropped from five to two. At Washington, thirteen participants were recruited with a plea to make the plan a team effort and a contribution to policy determination.

Training Sessions

Training sessions were conducted for all observer/ raters who were to be involved in the pilot project. The principals and assistant principal at the three elementary schools attended these training sessions. A three-day session was scheduled in October, a one-day session in November and a final one-day session in January.

The training was viewed positively by all three principals and the one assistant principal. They all reported that it offered them an opportunity to learn more about teacher supervision. Each expressed the need for the school system to develop some consistency in the conduct of teacher evaluations, regardless of what was decided about teacher incentives.

The timing of the training sessions presented a problem in the implementation of the plan. Training sessions were held in October, November and January, during the period of the implementation of the plan. This was due primarily to the speedy implementation of the plan

and the comparatively late consideration given to the design of the training program. The administrators felt that it would have been better to have completed the training sessions before the pilot project was to begin.

The training sessions did serve to solidify the group behind the project. As they continued to view videotapes and do practice ratings, inter-rater agreement improved. At the January session, shared experiences and impressions revealed some common themes relating to perceptions of the plan. The conduct of the program was felt to be extremely time-consuming, but that time was well-spent. If the county wanted to implement this plan system-wide, it was felt that a redefinition of roles would be necessary, especially for the curriculum specialists. Principals expressed some concern about not being able to get their other administrative work done. Teachers were felt to be responding positively to the supervision aspects of the plan. The strengths of a three member team were noted and the importance of the resource teacher (peer evaluator) on the team was acknowledged. Specialists enjoyed getting into classrooms to see some good teaching.

Some frustration arose over procedural matters that were not clearly specified in the design for the pilot. The trainer was in no position to make decisions about these matters. Top leadership of the project was not present at the October or January sessions due to other committments.

Teachers did not receive the same kind of intense training as did the administrators and supervisors. It was left up to each building administrator to acquaint his/her staff with the procedures involved. There was some difference of opinion among the administrators as to how

much information should be given out to teachers. Teachers, therefore, did not experience the same kind of solidifying experiences as did the administrators and supervisors.

There were no differences found across schools in training received that can be expected to influence the observed relationship between role-related interests and perceptions of the plan. The differences that can be noted are rather across groups of administrators and teachers. Training had a more positive effect upon the administrators as a group.

Leadership of the Project

Two areas of concern are addressed in connection with the leadership of the project. First of all, the perception of support coming from various groups of stakeholders could effect the perceptions held of the plan at the school level. Who were seen to be the major supporters of the plan and how did this influence the views of the teachers and school-based administrators? Secondly, the formal leadership responsibility for the plan within the school district administration gave certain signals to those at the school level. How did this influence perceptions of the plan?

Teachers and administrators were asked to state how strongly they felt the plan was supported by various groups of stakeholders. For each group, they were asked to indicate whether they perceived that there was strong support, mild support or no support at all.

Table 11 presents teacher perceptions of the support demonstrated by each of these groups. 6% of all teachers indicated that they felt strong support came from the school board. The next highest perception of support was indicated from the central office (46%) and from parents

Table 11

Teacher Perception of Support of Significant Others

Perceived Support	Lincoln	Madison	Washington	Overall
Central Office				
Strongly	29%	71%	38%	46%
Mildly	71%	29%	63%	54%
Not at all	-	-	-	-
Area Office				
Strongly	14%	57%	25%	32%
Mildly	86%	43%	63%	64%
Not at all	-	-	13%	5%
Building Admin.				
Strongly	43%	29%	13%	27%
Mildly	57%	57%	50%	55%
Not at all	-	-	38%	14%
Not sure	-	14%	-	5%
School Board				
Strongly	100%	86%	75%	86%
Mildly	-	14%	25%	14%
Not at all	-	-	-	-
Parents				
Strongly	57%	29%	38%	41%
Mildly	-	57%	63%	41%
Not at all	29%	-	-	9%
Not sure	14%	14%	-	9%
Teachers				
Strongly	-	-	-	-
Mildly	57%	71%	63%	64%
Not at all	43%	29%	38%	36%
Teachers' Org.				
Strongly	-	-	-	-
Mildly	29%	43%	38%	36%
Not at all	71%	57%	63%	64%
	(n=7)	(n=7)	(n=8)	(n=22)

(41%). No strong support was perceived as coming from teachers or from the teachers' professional organizations. 64% of teachers indicated that they felt there was mild support among teachers and 36% said there was no support at all. These figures were reversed when teachers were asked about the teachers' organizations, where 64% felt there was no support for the plan.

Administrative perceptions of support demonstrated by these same groups of stakeholders is presented in Table 12. Lincoln's principal perceived that there was strong support for the plan by the school-based and above-school level administration of the district. Washington's principal felt that there was strong support coming from these groups, while the assistant principal was somewhat more cautious in attributing such strong support to these stakeholders. Madison's principal perceived that there was no support at all among these groups. All administrators felt that there was either mild or strong support from the members of the school board. Parents were perceived to be unsupportive of the plan, except by the principal at Washington, who thought that there might be mild support. Teachers were perceived to be mildly in support of the plan, except by the assistant principal at Washington, who felt that there was no support coming from teachers. Assessment of the teachers' organization support varied from none at all to mild support, with the Lincoln principal being unsure about this group.

It is likely that teachers and principals own perceptions were modeled after groups with which they most strongly identified or influenced by groups whose opinions they valued. Since the strongest support was seen to be coming from the school board, there was a

Table 12

Building Administrator Perception of Support of Significant Others

Perceived Support	Lincoln Principal	Madison Principal	Washington Prin.	Washington A.P.
Central Office				
Strongly	X		X	X
Mildly				
Not at all		X		
Area Office				
Strongly	X		X	
Mildly				X
Not at all		X		
Building Admin.				
Strongly	X		X	
Mildly				X
Not at all		X		
School Board				
Strongly	X			
Mildly		X	X	X
Not at all				
Parents				
Strongly				
Mildly			X	
Not at all		X		X
Not sure	X			
Teachers				
Strongly				
Mildly	X	X	X	
Not at all				X
Teachers' Org.				
Strongly				
Mildly		X	X	
Not at all				X
Not sure	X			

feeling that the plan was externally imposed. Some teachers did, in fact, express the opinion that the school board wanted to establish this program to enhance the reputation of the district and that the administrative leadership had no choice but to go along.

The project was originally under the direction of an assistant to the Superintendent. Because of his many other duties, he was not able to devote much time to the program. In November, the project was reassigned to the Assistant Superintendent for Personnel.

Principals and teachers at each school were asked if this shift of responsibility had any implications for them at the school level. Principals agreed that it was a signal that the leadership of the school district wanted to devote time and resources to the pilot project. The assistant superintendent for Personnel was recognized as someone who had an interest in teacher evaluation. Teachers themselves did not perceive much of a change, but one teacher at Lincoln felt that she was impressed enough by the second presentation of the program at her school and that helped her to make up her mind about participation in the program. She became convinced at this time that the school district was seriously interested in the project and that it was not merely following a directive from the school board.

Variations in Implementation Procedures

There were some differences that could be noted across schools in the implementation of the plan.

At Lincoln school, a self-assessment component was added to the plan. This became a part of every teacher's goal setting conference. Every teacher was evaluated this year, not just the teachers who were part of the regular evaluation cycle.

At Madison, the principal tape recorded the observations and utilized the tapes in the post observation conferences. The principal felt that this would give a more accurate record of what had transpired than if notes alone were relied upon. It did, however, make some teachers more uncomfortable.

At Washington, the curriculum specialist and the peer teacher were included in the intitial goal setting conferences with each teacher. This was done so that all observers would have a better understanding of what each teacher was trying to accomplish and under what conditions he/she was working.

In each case, the principals deviated somewhat from the prescribed plan to make the plan more functional for their own situation and to attempt to relieve some of the anxiety felt by teachers. It could be suggested that these deviations might have had an impact on how teachers perceived the plan and its effects on their own interests.

Teachers' Organizations

Two teacher organizations (NEA and AFT affiliated) represent the teachers in this system, although membership is optional. Collective bargaining does not take place. Both organizations, however, make recommendations to the school board on a regular basis.

Each of the organizations took an early stand opposing the plan. The NEA organization circulated a petition stating their opposition. The local president of this organization was a teacher on leave from one of the participating schools, Lincoln Elementary.

Later, both organizations took a more moderate position, encouraging teachers to participate in order to have input into the decision-making process.

There is some indication that these organizations had a strong impact on teachers early perceptions of the plan. Forty-one percent of the teachers indicated that they first heard about the plan through their teachers' organization, even before the schools had been selected to participate.

Interpersonal Relations

There are several areas of interpersonal relations to be examined. These include teacher/teacher relationships, teacher/principal relationships, and teacher/rater relationships.

Teacher/Teacher Relationships

Visits were made periodically over the period in which the teacher observations were made in order to assess the climate at each school, focusing primarily on the relationships among staff members. Differences in each elementary school became evident.

At Lincoln school, the teachers worked primarily in self-contained classrooms, but they felt that a great deal of sharing of ideas took place, especially across grade levels. The reading teacher, the physical education teacher and the librarian, who are all in a position to work with the entire faculty felt that this was a staff that works well together to coordinate the instructional program. They reported that they did not see any changes in these working relationships during the implementation of the plan.

Level III applicants were asked if they noted any changes in their relationships with other teachers since the program began. Two of them (both new to the faculty and both having been hired by the new principal) expressed the feeling of some resentment or personal

animosity from other teachers because of their participation in the program.

The pilot project was not a common topic of discussion among faculty members at Madison school. Teachers expressed the feeling that this would be one more project that the leadership of the school district talked about for a short time and then dropped entirely. Most teachers felt that it would be too expensive to implement and too time consuming. Teachers in the faculty lounge at this school were not anxious to talk about this project, either in a positive or negative manner, but maintained an attitude of quiet avoidance.

Teachers at Madison work quite independently, with little formal teaming arrangements. One Level III applicant stated that she pretty much "did her own thing" in the classroom. She didn't feel sharing of ideas would be effected very much by the pilot, since there was not much sharing going on at present.

At Washington there was much more interest in discussing the program. Teachers freely expressed both positive and negative opinions about the plan.

This is a school that operates under a strong team concept. There are formal teaming arrangements with team leaders at each level. One teacher expressed the feeling of collegiality, stating, "This is a team-oriented school and it is difficult to distinguish what is unique to each individual." Other teachers spoke repeatedly of sharing and pooling of ideas.

Sharing was reported to continue during the project. In fact, teachers were giving each other suggestions as to what they should put in their portfolios. They approached the program with good humor,

lightheartly suggesting to each other what a Level III teacher would and wouldn't do.

One ineligible teacher reported that he felt his teammates were much more stressed, less likely to experiment with new ideas in favor of taking the "safe" way that would result in a better rating.

Role of the Principal

When this study was conceived, one aspect to be examined was the relationships between teachers and principals at the three schools. The focus of this area actually changed as the leadership role of the principal emerged as a crucial factor in determining the extent to which teachers became willing, despite their initial negative perceptions of the plan, to at least make an attempt to remain open to the idea and offer their full participation.

At each school, the principal played an important role in the implementation process. The role that the principal played in encouraging participation in Level III status consideration was particularly noticable.

The principal at Lincoln was first assigned to this school in the spring of the preceding year; this was her first principalship after serving as an assistant principal at two other county schools. She followed an extremely well-liked principal who had been at the school for a number of years. The former principal was viewed as a strong and supportive leader and was very well-liked by faculty and by parents. The staff expressed willingness to give the new principal a chance, but were not all convinced that she could do the job. One teacher expressed her resentment that certain organizational problems were

going unnoticed or taking too long to resolve. She specifically mentioned an overenrollment problem in her own classroom.

The principal had ambitious plans for the school, involving the faculty in several of the newer programs in the county. This pilot project was only one item on her agenda. She herself was very enthusiastic about the evaluation component of the program and saw it as an example of good clincial supervision. She repeatedly encouraged her staff to participate in order to have input into the process.

Three out of fourteen eligible teachers volunteered be be evaluated for Level III status. Originally, only one teacher wanted to participate. Two added their names at a later time. When asked why these teachers changed their minds, one indicated that the principal encouraged her and she felt more comfortable about it after a second presentation by central staff personnel. The other teacher indicated that the presence of an outside, independent evaluation team, contracted to conduct a review of the program, assured her that the county wanted a fair and impartial look at the plan in operation.

When she had three Level III candidates identified, she felt sure that these persons were of high calibre and had the potential to be selected as a Level III teachers. It was reported that she argued strongly in favor of their "5" rating in the summative conference.

At Madison the principal was less enthusiastic about the plan and did not do much to either encourage or discourage participation as a Level III candidate. The principal was new to the school when the pilot program began. This school has had three different principals in the last four years.

Five out of eleven eligible teachers applied initially for Level III status but only two remained under consideration. Of the three who dropped out, one dropped out due to poor health, a second was destaffed (assigned to another building due to decline in enrollment) and a third was found to actually be ineligible.

Since the principal was new to the school and the implementation of this plan was one of his first assignments, he felt that his most important task was to establish a stable leadership and to gain the trust of the teachers in the building. He was worried about how this experience would damage his relationship with teachers. He saw some positive aspects of the plan, but felt that they were overshadowed by the negative aspects. He felt it was very threatening to teachers. He also stated that he felt that he was being evaluated as an administrator on how well he was able to implement this plan.

At Washington, the principal enjoyed a unique relationship with the teaching staff due to the fact that she selected her own staff and involved them in the design of the new school's program. This school was a new school opened the previous year (1983-84) to serve a rapidly growing community of newly-built middle-income single-family dwellings. The principal opened this school and selected the faculty. A newly hired assistant principal was added the year of the pilot program, which was the second year of operation of the school.

Thirteen out of fifteen teachers who were eligible for Level III status choose to participate in the pilot program at this school. Teachers repeatedly reported in interviews that they participated in the program because their principal asked them to do so.

The principal and assistant principal provided consistency in the leadership of implementation of this pilot project. They both expressed interest in helping to develop a philosophy for supervision in the district through their participation in this project. They were aware of the stress placed upon teachers and made attempts to reduce this stress. For example, when it became apparent that the portfolio requirement was a problem for many teachers, the principal arranged for a work day devoted to discussion and beginning work on a portfolio. Substitutes were provided for each Level III applicant for that day. Secretarial help was also made available to teachers.

Principal leadership emerges here as an important factor in the willingness of teachers to participate fully in the program. The larger number of Level III participants were found at a school in which the principal had been able to establish a strong leadership role and had gained the trust of the staff members. At Lincoln, the number of participants increased partially because of principal encouragement. At Madison, where there was no attempt made to encourage participation, the number of participants actually declined.

Participation as a Level III candidate would indicate at least a willingness to become involved in the program and not reject it entirely.

Teacher/Rater Relationships

At all three schools there were some concerns about "outsiders" coming into the school to evaluate teachers. Most teachers felt that the principal was in the best position to assess the performance of the teacher and that the curriculum specialist and peer teacher didn't

really know the conditions under which the teacher was working. There were questions about the qualifications of the peer teacher and the selection of that individual. Many teachers, especially at Lincoln, felt that the peer teacher should have been selected by the teachers' organizations rather than the administration. Others wondered about supervisory experience.

There were concerns expressed about the inclusion of the curriculum specialist on the team. These concerns were related to the recency of classroom experience and the grade level at which that person had worked.

This concern about the role of the curriculum specialist and peer teacher was balanced by a recognition that three raters could possibly give a fairer and more complete assessment of a teacher's performance, especially when a principal could not be counted on to be fair and impartial.

Differences across schools could be noted here also. At Lincoln and Madison, the "outsiders" were never fully accepted as contributing members of the evaluation teams. Teachers at these two schools did not have enough contact with these persons to fully trust them and value their opinions. This was probably due to the fact that so few teachers were participating as Level III applicants at these schools that the number of visits to the schools by curriculum specialists and the peer teacher was limited. At Washington, however, where there were a larger number of participants, a more visits resulted in a more comfortable acceptance of their presence in the school and more of a willingness to accept their opinions.

Relationship of Intervening Variables to Perceptions of the Plan

The intervening variables presented in the model and discussed above are predicted to be related to initial plan perceptions. The nature of the these predicted relationships were discussed in the preceding narrative and are summarized in Table 13. These variables are hypothesized to have the positive, negative or non-relationships to perceptions of the plan indicated in the table.

The effects of the intervening variables are reported by school. Some variables had uniform relationships across all schools while others varied by school.

It should be recognized that these intervening variables could potentially only modify the perceptions of the plan that were formed on the basis of role-related interests.

Table 13: Predicted Relationships between Intervening Variables and Initial Plan Perceptions

	Lincoln	Madison	Washington
<u>experiences during pilot</u>			
introduction of plan	P	N	P
training			
for teachers	N	N	N
for administrators	P	P	P
top leadership of plan	N	N	N
variations in implementation	P	U	P
teacher organizations	N	N	N
<u>interpersonal relations</u>			
principal leadership	P	N	P
teacher/teacher relationships	U	N	P
teacher/rater relationships	N	N	P

P = Positive Relationship
U = No Relationship
N = Negative Relationship

Changes in Perceptions of the Plan

The perceptions of the plan reported earlier in this paper were measured early in the pilot project at the time of the first interview. A second reaction interview was conducted at a later point in time, after the plan had been fully implemented at the three schools. Several questions which addressed perceptions of the plan were asked at both time one and time two, which were five months apart. Although different samples of teachers were selected for each set of interviews, the sampling procedures remained the same.

Teachers and administrators were asked if they thought the plan would improve the instructional program, and if it would help recruit and retain teachers.

Table 14: Percentage of Positive Responses by School to the Plan at Time One and Time Two

	Lincoln	Madison	Washington
improve instruction			
time one	14%	43%	25%
time two	27%	11%	27%
recruitment of teachers			
time one	28%	27%	38%
time two	9%	0%	9%
retention of teachers			
time one	0%	14%	38%
time two	18%	0%	46%
time one	(n=7)	(n=7)	(n=8)
time two	(n=11)	(n=9)	(n=11)

Table 14 reports the percentages of positive responses by school to these potential effects of the plan at time one and time two. Because of the small number of cases, these figures ought to be

interpreted with caution. However, the direction of change over time on these variables is important. At Lincoln, there was an increase in positive reponses to possible effects of the plan on two out of three variables. At Madison, there was a decrease on all three variables. At Washington, the responses essentially remained the same, except for a decrease in the potential to recruit new teachers.

The most important variable of the three to consider is the potential of the plan to improve instruction. Teachers often expressed the feeling that it was too early to make predictions about the potential of the plan to recruit and retain teachers. They also pointed out that this particular school district, because of its location and excellent reputation, has never had difficulty recruiting and retaining teachers and that this plan or any other incentive plan would probably not change that. Therefore, the focus of the analysis of change in perceptions should be directed toward change on the measure "improve instruction", where there is a slight increase at Lincoln, a strong decrease at Madison and at Washington remains almost the same.

The principals' responses to these same questions are found in Table 15. It is important to note that the direction of change found among the principals parallels that of the teachers. Lincoln's principal expressed a more positive response toward the potential of the plan to improve instruction, although she remained uncertain about its potential to recruit and retain teachers. Madison's principal exhibited negative responses on all three categories during the second interview, even though he had been more uncertain the first time. Washington's principal remained unchanged on all three categories.

Table 15: Principal Perceptions of Effects of Plan at Time One and Time Two

	Lincoln	Madison	Washington
improve instruction			
time one	U	U	P
time two	P	N	P
recruitment of teachers			
time one	U	U	U
time two	U	N	U
retention of teachers			
time one	U	N	U
time two	U	N	U

P = Positive Impact
U = No Impact or Unsure
N = Negative Impact

Intervening Variables and Change in Plan Perceptions

Any of the intervening variables discussed above which effected the relationship between role-related interests and initial perceptions of the plan could have had an impact on the change in perceptions of the plan as well. However, sevaral variables, one of which has not yet been discussed, stand out as potentially having a strong impact on this demonstrated change.

Assignment of Ratings

The assignment of ratings is one of the intervening variables that could potentially explain the differences between the perceptions of the plan at the first and the second interview, thus accounting for some change over time. Since the ratings were assigned toward the end of the project, that assignment could not have been expected to effect the relationship between role-related interests and early perceptions

Table 16

Ratings Received by Level III Applicants

	Rater 1: Principal or Assistant	Rater 2: Curriculum Specialist	Rater 3: Peer Teacher
Lincoln			
Teacher 1	5	5	4
Teacher 2	5	5	5
Teacher 3	5	5	4
Madison			
Teacher 1	4	4	4
Teacher 2	3	3	3
Washington			
Teacher 1	5	5	4
Teacher 2	4	3	3
Teacher 3	3	4	3
Teacher 4	5	5	5
Teacher 5	5	5	5
Teacher 6	5	5	5
Teacher 7	5	5	5
Teacher 8	5	5	5
Teacher 9	5	5	5
Teacher 10	5	5	5
Teacher 11	5	5	5
Teacher 12	5	5	5
Teacher 13	5	5	5

of the plan. It is more likely that this would contribute to a change over time in perceptions of the plan.

All teachers were rated on a five-point scale, with 5 being the outstanding rating. Level I and Level II teachers were rated by the principal only; Level III applicants were rated by the team of three raters.

Level III applicants needed to have two of the three raters agree that the candidate was rated as a 5 in order to be considered a Level III teacher. The ratings received by each Level III applicant from each of the three raters are listed in Table 16.

There was a high degree of agreement among the raters on the ratings assigned to Level III applicants. Table 17 reports the percentage of agreement between the raters at each elementary school. It should be noted that when one rater differed in the rating assigned, it was always by one rating step.

Table 17: Percentage of Agreement among Raters of Level III Applicants

School	All raters Identical	One rater Differed	Number of Teachers
Lincoln	33%	67%	3
Madison	100%	-	2
Washington	77%	23%	13
OVERALL	72%	28%	18

Kendall's Coefficient of Concordance was employed to establish inter-rater reliability. An alpha of .94 was obtained ($n = 18$, $F = 6.4$, $p = .04$).

When asked if they thought the methods used and the results obtained by the observer/raters in the rating process were consistent, all of the administrators at the three schools felt both were fairly consistent to very consistent. Teachers also reported a high degree of consistency. 85% of the teachers interviewed at the three schools during the process interview stated that the methods utilized were consistent and 89% felt the results obtained were consistent (n=27). Table 18 reports the responses of teachers by school.

Table 18: Positive Responses of Teachers' Perceptions of Consistency Among Raters

School	Consistent Methods	Consistent Results	
Lincoln	82%	73%	(n=11)
Madison	80%	100%	(n= 5)
Washington	91%	100%	(n=11)
Overall	85%	89%	(n=27)

Teachers were also asked about the fairness and accuracy of the observations that were conducted. 70% of all teachers interviewed felt that the observations fairly represented the quality of their work and 68% reported that the system used was fair to them personally. 78% said that the observations were accurate. A breakdown of responses by school is reported in Table 19.

Perceptions of fairness of the rating process were much lower at Madison than at the two other schools. Madison was the school at which the Level III applicants received the lowest ratings. Although this was based on a smaller sample than at the other schools (due to the fact that other teachers who fell into the sample were not evaluated

this year at all), it is felt that this is an accurate reflection of attitudes at this school after the ratings were received. This was confirmed in discussions with the principal who felt that, despite his efforts to handle the assignment of ratings as tactfully and gently as possible, some teachers had been devastated by the ratings received. This applied to Level I and Level II teachers as well, who were not rated by the team, but by the principal alone.

Table 19: Teachers' Positive Responses Concerning Perceptions of Fairness and Accuracy by School

School	Fairly Rep	Fair to You	Accurate	
Lincoln	73%	64%	73%	(n=11)
Madison	22%	33%	100%	(n= 5)
Washington	82%	73%	73%	(n=11)
Overall	70%	68%	78%	(n=27)

Another indication of the impact of the rating process at the three schools can be found in examining the responses to a question about teacher morale. Teachers were asked about the effects that they felt the plan would have on teacher morale. The question was asked shortly after ratings were assigned. Table 20 presents responses of teachers by school. Again, the strongest effects were felt at Madison, where there were no positive responses at all. Lincoln also expressed fairly stong negative effects. However, at Washington, where there were a large number of high ratings thoughout the school, collegiality reigned and strong principal leadership remained in effect throughout the implementation of the plan, a majority of teachers felt that morale was not affected.

Table 20: Effect of Plan on Morale Across Schools

	Positive	None	Negative	
Lincoln	9%	18%	73%	(n=11)
Madison	0%	22%	78%	(n=9)
Washington	9%	55%	36%	(n=11)

Principal Leadership

Other intervening variables could also have influenced the change in perceptions over time of the plan. Another variable that may have influenced this change is principal leadership. This leadership was thought to have an impact on initial perceptions of the plan, but the continued leadership style and approach to the plan could also have effected changes over time. The parallels in changes in perceptions over time displayed in Tables 14 and 15 should be noted once again.

At Lincoln, the principal remained convinced that the plan could work and continued to approach it as an opportunity to do some effective teacher supervision. Therefore, despite some early teacher reservations about the plan, principal leadership may have increased positive perceptions at least in the area of potential of the plan to improve instruction.

At Madison, the principal's changes in perceptions from slightly uncertain to negative may have had a strong impact on declining morale and plan perceptions at this school.

At Washington, the principal was a strong leader and had full participation of the staff throughout the project. Therefore, plan perceptions would not have changed much over time.

Summary of Findings

Five research questions guided this study. Each research question is addressed in turn, summarizing the findings of the study.

1. What are the role-related interests of the key actors at the school building level in the implementation of the pilot study?

Teacher satisfactions were categorized into the following: extrinsic rewards; ancillary rewards; and psychic rewards. Extrinsic rewards mentioned were income and professional status. Ancillary rewards included good working hours, diversity of activities, autonomy, responsibility and working with children. Psychic rewards predominated as the major source of job satisfaction and included the opportunity to be creative, challenging work, seeing children learn, inspiring curiosity, the opportunity for self growth, being able to make a difference, the opportunity to work with parents, and giving of one's self.

At all three schools, teachers indicated that they perceived no impact of the plan on a majority of these satisfactions. More teachers perceived negative impacts of the plan upon their job satisfactions at Lincoln and Madison than at Washington.

Teacher needs were classified according to what teachers felt they needed from administrators and supervisors, from colleagues, and from parents. From administrators and supervisors they felt they needed support, reinforcement, feedback, advice, resources, time, recognition, fair treatment, appreciation and realistic expectations. From colleagues they wanted good working relations and sharing of ideas. From parents they wanted support, appreciation, and interest.

A majority of teachers overall perceived negative impacts of the plan upon these expressed needs, with the strongest negative responses coming from Madison and Washington.

The role-related interests of administrators were also assessed. The satisfactions these principals and assistant principal received came from the opportunity to work with children, teachers and parents, the variety of tasks involved in the work, professional growth opportunities, the challenge of the job and the opportunity to provide leadership for change efforts. The principal at Lincoln expressed a positive impact on all areas identified and the principal at Madison felt that there would be no impact on all satisfactions and needs mentioned. The principal and assistant principal at Washington offered mixed reactions on their perceived impacts.

2. How are these interests related to perceptions of th plan?

Teachers' role-related interests were found to be related to their overall initial perceptions of the plan. Those who perceived positive impacts on their own satifactions and needs were more likely to be positively disposed toward the plan in general and more likely to feel that the plan would achieve its intended goals.

3. How are perceptions of the plan influenced by experiences that occur during the pilot program?

Several key experiences were identified which had an impact on the implementation of the pilot program at all three schools. These experiences included: the manner in which the plan was introduced at each school; the training sessions conducted for administrators and supervisors; the leadership of the project; differences in implementation procedures; and the position taken by the teachers' organization concerning the project. Positive experiences in these

areas tended to increase positive feelings about the plan, while negative experiences had the opposite effect.

The introduction of the plan at each school created positive feelings when it was perceived to be clearly explained in a manner responsive to teachers questions and concerns.

The training sessions conducted for the administrators served as a solidifying experience and convinced them that they could do the job. Teachers did not experience the same kind of intense training for the program; such an experience may have been able to increase positive perceptions among these teachers.

The strongest support was seen to be coming from the school board, making the plan appear to be externally imposed. Teachers themselves were perceived as only mildly supportive of the plan and the teachers' organizations were perceived as being unsupportive. When the formal leadership responsibility for the program changed, it did not appear to have much of an impact at the school level.

Differences in implementation procedures could be found at each school. The variations found were instituted to make the plan more functional for each individual setting.

The teachers' organizations took an early stand opposing the program thus seeking to influence perecptions of the plan among teachers. The influence of this stand was particularly noticable the school at which the local NEA president had previously taught.

4. How are perceptions of the plan influenced by interpersonal relations existing between key actors and significant others during the pilot program?

Interpersonal relationships also affected perceptions of the plan. The areas of interpersonal relations addressed were: teacher/teacher

relationships; principal/teacher relationships; and teacher/rater relationships.

The school which had the strongest collegial relations between teachers initially expressed the most concern about the impact of the plan upon teacher sharing and cooperation. However, the plan was the least disruptive and damaging to morale at this school, where teachers worked together cooperatively to meet the challenges presented by the plan. Teacher participants at one school reported some feelings of resentment on the part of their fellow teachers as a result of their participation in the program. At the final site, a school where there was not much working together and sharing among teachers, there appeared to be no effect on relationships among co-workers.

Principal leadership emerged as a strong factor in influencing the participation level in the three schools. Despite some strong concerns about the program, the large number of Level III participants at Washington was attributed to the leadership role of the principal. At Lincoln, the principal was instrumental in gradually increasing the number of Level III particpants and instilling an openness to considering the plan among others. At Madison, the principal's own reservations about the plan and his caution in his new leadership role seemed to discourage participation.

5. How are perceptions of the plan influenced by the actual process of assigning ratings to teachers?

Perceptions of the plan were found to change over time. At Lincoln, perceptions became somewhat more positive while at Madison, perceptions expressed were more negative. At Washington, perceptions remained constant.

Any of the above described intervening variables could have had an impact on those changes in perceptions. However, it is felt that the assignment of ratings had the strongest effect on this change.

There was a high degree of inter-rater agreement (alpha = .94) in the assignment of ratings to Level III applicants by three different raters. This led both teachers and administrators to feel that the methods and results were consistent. When teachers were asked about fairness of the ratings process (Was it fair to you? Did it fairly represent the quality of your work?) the response was much more positive at Lincoln and Washington, where higher ratings were given, than at Madison, the school with the lower ratings.

Conclusions

School districts often impose change upon schools without consideration of the full organizational impact. Much of the current literature recognizes that every attempt at organizational change ought to give consideration to the interests of the stakeholders (Darling-Hammond, et. al., 1980; Elmore, 1980; Knapp, 1982). Most of this research, however, focuses on district-level policies or highly aggregated samples of schools (i.e. Berman & McLaughlin, 1981). Yet it is at the individual school building level that an intended policy has its heaviest impact, at what Elmore (1980) calls the "delivery level unit" (p.30).

This research focuses on the implementation of a change effort at the service delivery level or the individual school site. It defines some of the role-related interests that exist within that context and assesses the impact of those interests upon the outcomes or acceptance

of the proposed change effort. This study contributes a perspective for the examination of the impacts of proposed performance assessment plans.

In implementing teacher incentive plans with the accompanying evaluation components, it is important to consider the role-related interests of the stakeholders. Incentive plans must offer incentives that appeal to the needs of teachers if they are to be effective. They must not interfere with the rewards, satisfactions and needs considered to be important by teachers and administrators.

The plan itself is only a beginning. The intervening variables delineated above define areas which must also be considered in the implementation of such plans. If the experiences in these areas are felt to be positive, it is more likely that the plan will be perceived in a positive manner.

Advance planning is required. The particular school district cited in this study has decided to spend more time planning and redesigning the program to fit their own particular organizational interests before attempting to proceed with further implementation efforts. Hopefully, attention will be given to the interests of all stakeholders involved in the process when the plan is redesigned.

Limitations of this Study

This study was undertaken as a part of a larger evaluation conducted by the school district. As such, data collection was limited to the focus of the overall evaluation, subject to the approval of appropriate school district officials. Concerns about respondent burden and confidentially limited the amount and nature of the data collection activities. These contraints prevented the collection of

individually identifiable data throughout all phases of the project and prevented the cross-time measures on the same individuals. Concerns about respondent burden limited the number of interviews permitted at any single point in time.

During the course of the project, the leadership of the program changed and the overall evaluation design was modified. This research also needed to be modified accordingly.

This study was not meant to generate role-related interests and perceptions of teacher incentive plans that are generalizable to all teachers involved in teacher incentive plans across the country. It was, instead, meant to be an intensive look at the implementation of one plan in three particular elementary schools. The intent was to generate an awareness and consideration of the range of factors involved in the designing and shaping of incentive plans as they impact upon individual schools and school districts in their own unique ways.

Areas for Further Research

Further work needs to be done in the defining of criteria which address the interests of teachers and principals in the school setting if the goal is to design plans which truly serve as incentives to improve instructional programs. Careful examination ought to be directed toward the role of more site-level personnel in every phase of the design, implementation and evaluation of teacher incentive plans.

Each of the intervening variables described in the present study could generate a study in itself. For example, the role of the principal in implementing a plan could be studied across a wide range of newly implemented incentive plans. The role that teacher organizations play in the process could also be assessed. What should

the role of school boards be? Where are such plans most productively conceived and designed?

Organizational factors seem to be paramount. Are school districts organizationally equipped to effectively incorporate the changes that most of these plans seem to require? How can their readiness best be determined? How can a district determine what types of teacher performance assessment criteria should be used? What are the costs and benefits of implementing such plans? What are the long term effects of incentive plans upon the organization and upon teaching as a profession?

Performance Assessment and Educational Reform

Teacher performance assessment is a vital component in current educational reform proposals. Most of these reform efforts focus on the quality of instruction and the quality of the prepreation and performance of those who are to offer that instruction. Effective teacher evaluation can be used to determine if new teachers are ready to teach, can help all teachers improve and can be used to screen out those who are no longer able to perform their jobs effectively. Merit pay, career ladders and other incentive plans that would contribute to the restructuring of the teaching profession presuppose that effective teacher evaluation procedures can be designed and feasibly implemented within school systems. These school systems need to fully understand and evaluate the potential impacts upon their own teachers, administrators and other stakeholders when making their decisions about adopting and implementing evaluation procedures that will have long range implications for their organizations and for the teachers that work within those organizations.

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